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PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

THIRD COUNTRY PROGRAMME FOR DOMINICA

Programme period	Resources	$
1992-1996	Net IPF	1 223 000
	Estimated cost-sharing	500 000
	Total	1 723 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. While achieving generally positive economic performances in recent years, Dominica's economy has continued to exhibit structural rigidity, with the relative importance of the agricultural sector remaining high at 30 per cent of the gross domestic product (GDP). Despite concerted efforts at economic diversification, there has been little progress over the past decade in reducing Dominica's reliance on banana exports and the single United Kingdom market. In 1990, bananas made up more than 90 per cent of Dominica's total agricultural exports, up from 78 per cent in 1980.

2. Dominica's manufacturing sector has continued to show steady growth in recent years, but in 1990 contributed only 6 per cent to the GDP. Tourism, on the other hand, contributed less than 2 per cent, largely as a result of a lack of tourist accommodations and limited private tourism investment. Dominica has therefore retained a predominantly agricultural economy with high production costs, a manufacturing sector with limited opportunities for expansion, and a tourism industry whose performance is constrained by a poor infrastructure and the conflicting goal of tourism expansion in one of the Caribbean's most ecologically diverse settings.

3. With external support, the Government of Dominica has managed to implement programmes that enable Dominicans to enjoy the benefits of an increased standard of living. There is access to a reasonably good standard of education and health services, a 94 per cent literacy rate, and an infant mortality rate of 20 per 1,000 live births, all of which have contributed to Dominica receiving a ranking of 53 in the United Nations Development Programme (UNDP) Human Development Index of 1991.

B. National development objectives and strategies

4. The development strategy of the Government of Dominica is: economic diversification through increased productivity in the agricultural sector; the implementation of conditions conducive to growth in the manufacturing, tourism and services sectors; and increased competitiveness of Dominica's products in its external markets.

5. Dominica does not have a national economic development plan, but has prepared sectoral plans to guide its development activities through to 1995. These sectoral plans are principally focused on addressing the serious shortage of skilled labour in all productive sectors. The Government of Dominica will undertake a major programme to modernize the education and training sectors with a view to improving the technical and professional skills in the domestic labour market.

6. The Government's development strategy also focuses on the provision, maintenance and upgrading of the economic and social infrastructure necessary to facilitate private sector participation in the economy, and a commitment to ensuring environmentally sound development.

II. EXTERNAL COOPERATION

A. Role of external cooperation

7. Dominica continues to rely on external financing for 75 per cent of its technical cooperation programme, with 24 per cent of the assistance going to the agricultural sector, 25 per cent to the administration and planning sector, and 42 per cent to support various public services. UNDP's technical assistance, for the most part, has supported elements of larger donor-funded projects in these three key sectors, as well as the Public Sector Investment Programme (PSIP). Dominica's externally financed development projects currently total $122 million, including both capital support and technical assistance. Major donors are the United States Agency for International Development (USAID), France, the Canadian International Development Agency (CIDA), the British Development Division (BDD) and the European Economic Community (EEC).

8. UNDP has engaged the assistance of a number of agencies over the course of the fourth cycle, including the Pan-American Health Organization (PAHO), the United Nations Industrial Development Organization (UNIDO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Volunteers (UNV) and the Office of Project Services (OPS). For the most part, they have provided high quality technical inputs which have been directly supportive of the Government's development objectives in the provision of physical infrastructure and forestry management. The Government of Dominica will continue to request the expertise of the technical assistance agencies, but their contributions will be limited to the extent possible to technical inputs.

B. Aid coordination arrangements

9. The Government of Dominica has designated the Economic Development Unit, which reports to the Prime Minister, as the coordinating agency for all UNDP technical cooperation projects. The Economic Development Unit works with the key-line ministries in carrying out the planning and implementation of technical cooperation activities.

10. The Caribbean Group for Cooperation in Economic Development (CGCED) is a collective consultative group arrangement jointly sponsored by the World Bank, the International Monetary Fund (IMF), the Inter-American Development Bank (IDB), the Caribbean Development Bank (CDB), the Organization of American States (OAS) and UNDP. CGCED will continue to be utilized as a means for discussion of the various activities supported by the donors which participate in CGCED.

11. To complement the activities of CGCED, UNDP has begun to service a series of sectoral or thematic consultations on a quarterly basis in an effort to identify multisectoral or sectoral programmes and to mobilize and coordinate resources among donor organizations operating in the Eastern Caribbean. These consultations have served to strengthen UNDP's working relationships with the

other donor agencies and have proven successful in encouraging exchanges on ongoing and planned technical assistance activities.

12. UNDP will enhance the consultative process with the Organization of Eastern Caribbean States (OECS) through more formalized participation of all member States in the prioritization of UNDP assistance for subregional development objectives. The OECS secretariat will provide coordination of UNDP's technical assistance interventions at the subregional level.

III. THE COUNTRY PROGRAMME

A. Assessment of ongoing country programme

13. The development objectives identified for UNDP assistance in the second country programme are: (a) increased agricultural output and diversified agricultural production; (b) strengthened planning and administrative decision-making capabilities within the Government; (c) upgraded physical infrastructure and improved delivery of social services; and (d) development of the human-resource base.

14. The country programme was implemented in a policy environment where the Government's efforts to restructure the economy and reduce the fiscal imbalances met only with partial success. Increased pressure on the balance of payments and the implications for external debt servicing subsequently disrupted implementation of the PSIP. The major problem affecting the public sector remains inadequate national capacity for overall and sectoral planning, as well as the formulation, implementation, monitoring and evaluation of projects.

15. Third-party cost-sharing arrangements amounting to 30 per cent of the indicative planning figure (IPF) resources complemented UNDP resources. However, these arrangements, and the resultant project-by-project approach taken during the current country programme, responded more to the need for externally supplied technical managers and supervisors for specific capital projects rather than to a desire for integration of donor resources in support of the country programme.

16. The current country programme has seen mixed results. Technical assistance specialists provided by UNDP for investment support have been useful, but replacing this support with trained Dominican personnel has not proven possible in many cases. Small farmer incomes have improved in Dominica as a result of the benefits derived from UNDP assistance for extension, farm planning, marketing, irrigation and technology transfer through the Caribbean Agricultural Research and Development Institute (CARDI). In addition, women in the informal agricultural trade in Dominica have benefited from the United Nations International Fund for Women (UNIFEM) project to improve the services for inter-island supply and packing of agricultural products.

17. About 54 per cent of the IPF was implemented under the national execution modality. Increased attention will be given to improved financial accounting requirements for national execution.

B. Proposals for UNDP cooperation

1. Preparatory process

18. All the United Nations organizations with representation in the Caribbean (the United Nations Children's Fund (UNICEF), the World Food Programme (WFP), the United Nations Population Fund (UNFPA), the Pan-American Health Organization (PAHO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Centre for Human Settlements (UNCHS) and the United Nations Educational, Scientific and Cultural Organization (UNESCO)), provided briefs on their programme activities for the fifth cycle.

19. The contents of the third country programme are the result of detailed discussions between UNDP, the executing agencies involved in technical assistance projects, and the Government of Dominica, taking into consideration the advisory note and the mid-term review of the second country programme.

20. The new programme will aim at assisting the Government of Dominica in a more precise articulation of development goals. This process will also encompass the identification of available resources from the Government's recurrent budget, as well as possible United Nations development system funds and external donor resources for programme activities.

2. Strategy for UNDP cooperation

21. UNDP's proposed cooperation with the Government of Dominica for the third country programme concentrates the limited available resources in selected programme areas, while building on UNDP's acknowledged advantages, namely, its neutrality and capacity to provide high quality expertise from a global pool of specialists in numerous technical fields.

22. Taking account of the experience drawn from the fourth cycle, and keeping in mind both the Government of Dominica's development priorities and plans, as well as the UNDP Governing Council decision 90/34 on programming areas, the third country programme for Dominica focuses on:

(a) Education to complement existing government programmes to support grass-roots community development and literacy programmes while enhancing national capacity through the provision of technical and entrepreneurial skills;

(b) Environmental protection and natural resource management to further government efforts to implement an environmental planning component in its economic development strategies; and

(c) Management development to strengthen governmental initiatives to improve the national capacity for sectoral and overall development planning.

23. The IPF for Dominica is $1.2 million for the fifth cycle. As the IPF will not be sufficient for the programmes envisaged for the fifth cycle, additional resources will be sought from donor organizations and other United Nations agencies operating in the Eastern Caribbean. It is expected that $300,000 from UNIFEM will be provided during the fifth cycle.

24. The Government of Dominica has been executing a significant number of projects in the second country programme and will take on increased execution for the third country programme, with appropriate technical back-stopping from the technical agencies of the United Nations.

3. Areas of concentration selected for UNDP cooperation

25. Education (29 per cent of IPF): Improving educational and training delivery systems to promote national capacity-building is a key objective for the Government of Dominica. UNDP assistance will be utilized early in the fifth cycle to formulate a comprehensive programme for upgrading Dominica's primary, secondary, and technical/vocational education system. In cooperation with other donors, in particular UNESCO, the pre-primary, primary and secondary school curricula will be reviewed and revised; training and retraining will be provided for primary and secondary teachers; and management training will be organized for principals.

26. Support will be given to an adult literacy and lifeskills training programme through assistance in the formulation and printing of learning materials, as well as professional staff to manage the programme. In addition, a small enterprise development programme will be introduced under a regional project to improve entrepreneurial skills, promote the formation of small businesses, and secure credit for microenterprises. Cooperation with non-governmental organizations (NGOs) operating in this programme area will be actively encouraged.

27. The entrepreneurial programme is also intended to provide enhanced entrepreneurial training to unemployed and underemployed youths.

28. Once the activities of the adult education and small enterprise development projects are well in train, a labour force survey and human resource development plan to identify vocational/technical training requirements will be conducted, with the aim to modify existing technical and vocational skills programmes to enhance the competitiveness of Dominica's products in its external markets. Gender disparities will be specifically addressed in this programme area. The role of women in the Dominican economy will receive particular attention in the human resource development plan and specific IPF funds will be earmarked for this purpose.

29. Environmental protection and natural resource management (31 per cent of IPF): The Government of Dominica has begun a number of initiatives to address the critical development issues it faces within the context of a fragile tropical ecosystem, and in particular the effects of increased physical infrastructure activities. Following from the recommendations of a major environmental study of Dominica, funded by USAID and conducted by the Caribbean Conservation Association, UNDP support of governmental efforts to improve environmental planning will focus on the development of a programme of spatial and land use planning.

30. Aerial photography and radar imagery from a CIDA-sponsored project will be utilized in the implementation of a countrywide spatial database. Additionally, discussions are ongoing with CIDA on collaborative efforts to provide a geographic information system to Dominica's planning unit to facilitate land use planning and control.

31. Dominica's natural tourism resources are unlike any of the other islands in the Caribbean. The Government has begun to promote Dominica as a prime nature tourism destination, but planning for ecotourism is currently not well developed. Therefore, UNDP assistance will be sought in the development of an ecotourism plan to complement the national land use plan, as well as the provision of training in the field of ecotourism management. It is anticipated that the technical cooperation among developing countries (TCDC) modality will be employed to draw upon the experiences of other countries' efforts in the field of ecotourism.

32. Management development (34 per cent of IPF): In keeping with the Government of Dominica's objectives to enhance economic development through the provision of improved physical infrastructure, continued UNDP support will be provided for the planning, management and implementation of major investment programmes. The recommendations of an ongoing review of the public sectors of Eastern Caribbean States by the Caribbean Centre for Development Administration (CARICAD) and funded under UNDP's Management Development Programme will form the basis of a programme to enhance expertise in implementation and evaluation of the PSIP.

33. UNDP will be asked to approach other donors to supplement the training resources required, but will specifically provide assistance for training in management systems for the Dominica Water and Sanitation Corporation and training in financial management and planning for the Dominica Electricity Services Limited. In addition, as the PSIP will support the solid and liquid waste disposal projects to be undertaken with the assistance of CIDA and the Government of France through to 1995, UNDP will provide training to a management unit to support the coordination and implementation of these projects under the Ministry of Health.

C. Cooperation outside selected areas of concentration

34. An ongoing project to provide support personnel for investment infrastructure will be carried over into the fifth cycle. The manpower requirements for the Ministry of Communications and Works will continue into 1993, and training in computer-aided design and architectural contract management will be supported.

35. UNDP training support for the hydroelectric power expansion project, financed by the Caribbean Development Bank (CDB), CIDA, the International Development Association (IDA), Casse Centrale de Cooperation Economique, the European Investment Bank (EIB) and the Government of Dominica, will continue in the fifth cycle.

36. A total of 12 cases of acquired immune deficiency syndrome (AIDS) have been reported in Dominica for the period 1986-1991. The Government of Dominica has created a National AIDS Committee, with broad participation from different groups in society, including health and community workers, teachers, the private sector, religious authorities and the media. Assistance from UNDP may be sought in this area.

D. Implementation and management arrangements

37. The Government of Dominica will take the lead role in coordinating external technical assistance and ensuring that technical cooperation activities are fully integrated into the national development objectives.

38. The sourcing of technical assistance personnel through the UNV will continue, but will be accompanied by concerted efforts on the part of the Government of Dominica to ensure counterpart arrangements are in place prior to bringing in the volunteers.

39. It is expected that management services agreements will be used as one means to coordinate expected external donor support.

40. Given the strong emphasis on strengthening the public sector management capacities, quantifiable indicators of success in actually building national capacities are to be included in the specific projects to be formulated under the new programme.

41. Taking into account the country programme's substantive focus on the educational sector, efforts will be sustained to ensure that the pertinent United Nations system agencies specifically focus on sectoral and intersectoral issues on the basis of high quality situation analyses and upstream discussions at the policy and programme levels.

42. The programme is to be reviewed through the mechanism of the quarterly consultations between the Government, the OECS and UNDP. These consultations additionally monitor the continuing adequacy of the complementarity between

the country programme, the multi-island programme and the Caribbean regional programme.

43. A formal mid-term review will be held in 1994.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Carry-over from fourth cycle IPF	-	
Fifth cycle IPF	1 223	
Subtotal IPF		1 223
Project cost-sharing (Government)	200	
Project cost-sharing (third party)	300	
Programme cost-sharing	-	
Subtotal cost-sharing		500
TOTAL		1 723

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	Thousands of dollars			Percentage of total resources
	IPF	Cost-sharing	Total	
Education	306	200	506	29
Management development	489	100	589	34
Environment	428	100	528	31
Other	-	100	100	6
Subtotal	1 223	500	1 723	100
Unprogrammed reserve	-	-	-	-
TOTAL	1 223	500	1 723	100

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III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

(Thousands of dollars)

A. UNDP-administered funds		
SPR	-	
UNCDF	-	
UNSO	-	
UNIFEM	-	
UNRFNRE	300	
UNFSTD	-	
Subtotal		300
B. Other United Nations resources		
JCGP participating agencies		
UNFPA	-	
UNICEF	-	
WFP	-	
IFAD	-	
Other United Nations agencies (non-UNDP financed)	-	
Global Environment Facility	-	
Subtotal		-
Total non-core and other United Nations resources		-
C. Non-United Nations resources a/		-
TOTAL		300

a/ Funds originating from the implementation of management services agreements.

Annex II

PROGRAMME MATRIX

Area of concentration	Area of focus a/					
	Poverty eradication and grass-roots participation	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
I. Education and training						
Curriculum development and teacher training	*		*			*
Adult literacy and employment related skills training	*				*	*
Vocational/technical education and training	*				*	*
II. Environmental protection and natural resource management						
Physical planning and land use management	*	*	*		*	
Ecotourism planning	*	*				
III. Management development						
Strengthening public sector implementation capabilities	*		*		*	*
Training in management systems			*			*

a/ Asterisks indicate major linkage only.